



**Law**  
**Enforcement**  
**Pedestrian**  
**Safety**



U.S. Department of Transportation  
**National Highway Traffic Safety  
Administration**

**Law Enforcement**

**Pedestrian Safety**

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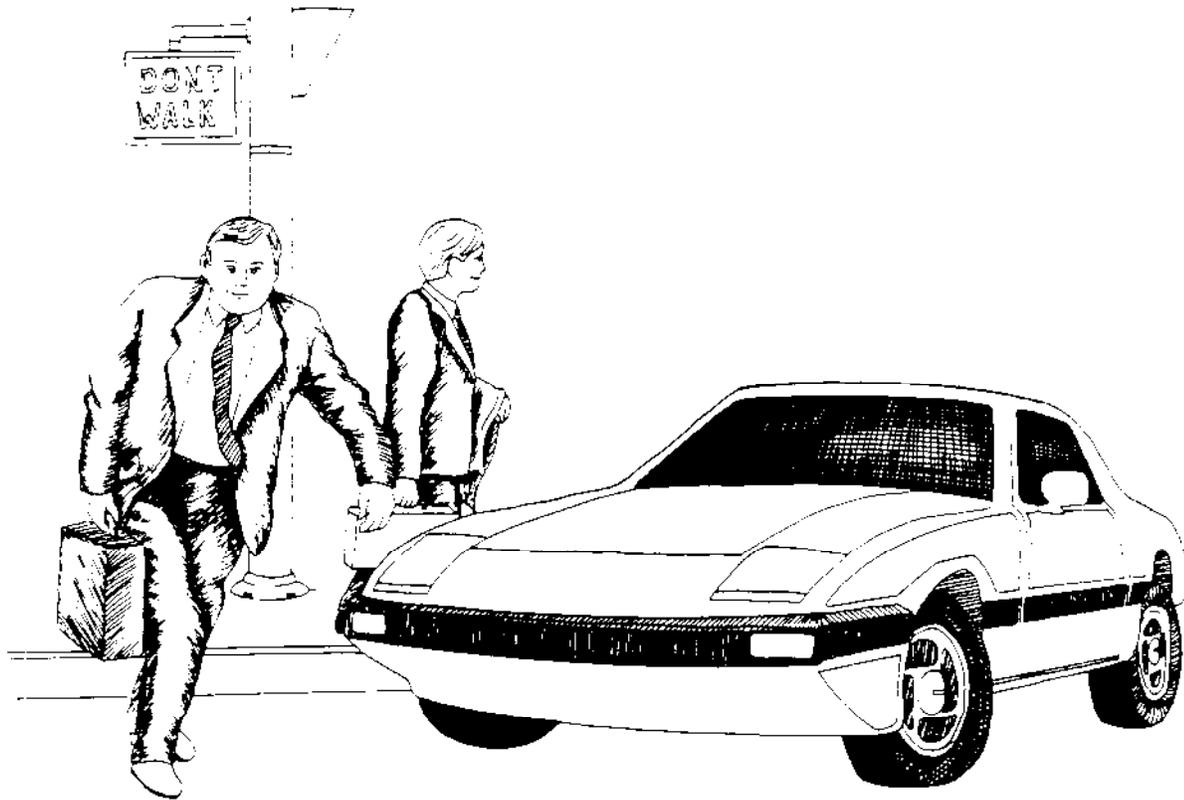
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## INTRODUCTION

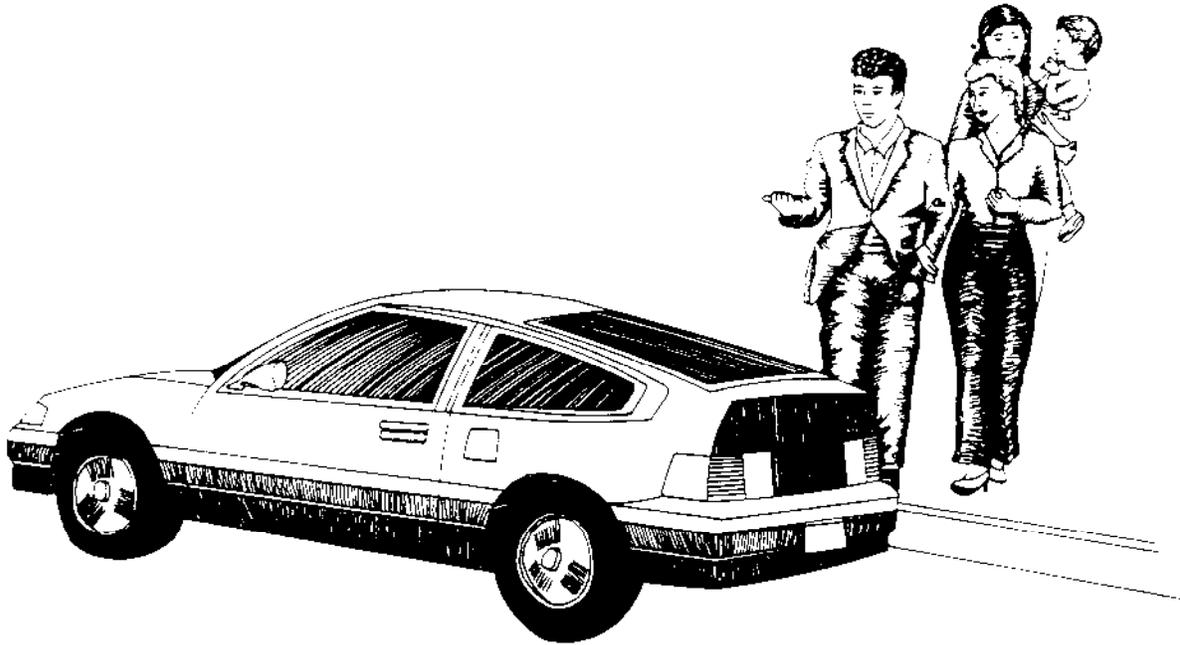
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### Is There a Pedestrian Safety Problem?

After vehicle occupants, pedestrians represent the second largest category of motor vehicle deaths. In 1991, motor vehicle crashes claimed the lives of 5,797 pedestrians. Approximately 100,000 more were injured. Since 1979, 14 to 17 percent of all traffic deaths annually have been pedestrians. The loss of human life and suffering caused by these crashes is a serious national problem. Each year the economic cost, in salary loss and medical expenses, amounts to billions of dollars.

Effective November 4, 1991, the Federal government designated pedestrian safety as one of the national priority highway safety program areas. This was done because the Federal government recognized that pedestrian safety is a nationwide concern and that effective countermeasures exist to address the problem. In order to combat the problem, every state must take the initiative.



Although pedestrian safety has been identified as a serious problem at the Federal level, it may not be perceived as serious at the state and local level. Many communities are unaware of pedestrian safety issues or are forced to overlook them because of budget constraints.

Law enforcement activity on pedestrian safety issues has been limited due to a number of issues. One of the biggest reasons is that there is a significant lack of technical information available to the law enforcement community. Some departments must give pedestrian law enforcement a low priority because of other demanding issues, such as violent crime, drug intervention, increased calls for service, or lack of manpower. In these circumstances, concerned police agencies are faced with the challenge of creating a demand for enforcement of pedestrian laws within their agencies and within their communities.

### **What is the Purpose of this Manual?**

Police agencies can become involved in pedestrian safety issues for a variety of reasons. One of the most common reasons is a local tragedy. The publicity surrounding such events often sends the community to the police department for leadership in solving what may be a pedestrian safety problem. Another reason a police department may become involved is the identification of pedestrian issues through the analysis of the jurisdiction's crash experience. Whatever the reason, someone in the agency's management will have

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to become an instant pedestrian safety expert. Usually the necessary technical resources are not well publicized nor readily available.

This manual is intended to be a positive resource to assist police agencies in solving traffic safety problems they may not be familiar with addressing. It provides law enforcement officials with proven strategies and solutions for pedestrian safety issues. It provides information for state and local police agencies, as well as for community traffic safety programs, on how to develop and implement a pedestrian safety law enforcement program using the "three **E**" (**E**nforcement, **E**ducation, and **E**ngineering) approach.

Included in the manual are strategies for implementing the three **E**'s, activities for both law enforcement agencies and individual officers, descriptions of existing pedestrian enforcement programs, and resource information.

### **Law Enforcement's Role in Pedestrian Safety?**

In November 1991, the National Highway Traffic Safety Administration (NHTSA) conducted a pedestrian law enforcement strategies workshop in cooperation with the Pedestrian Federation of America. A number of police managers representing communities with active pedestrian safety programs as well as the International Association of Chiefs of Police, the Northwestern University Traffic Institute, and the Institute for Police Technology and Management participated in this workshop. The goal of the workshop was to identify methods for improving pedestrian safety from a law enforcement perspective. This manual is based on the findings and recommendations of that workshop.

### **What Did the Workshop Determine?**

The police officers participating in this meeting firmly believe that you can make a difference in preventing pedestrian injuries and fatalities.

Changing pedestrian and motorist behaviors and attitudes about pedestrian safety is an ongoing process. It takes an ongoing commitment. This commitment will not take a great deal of time. It will not drain resources. But it will demonstrate to the community that your police agency is taking pedestrian safety seriously. Hopefully, other community organizations will follow your lead, and together you can improve pedestrian safety.

The Pedestrian Crash Picture

Target Group	% of Population (U.S. Census, 1988)	% of Total Crashes (GES, 1990)	% of Fatais (FARS, 1991)
Children (0-19)	28.9	42.5	19.9
Working Adults (20-64)	58.7	48.7	56.6
Older Adults (65+)	11.9	8.8	22.3

Definitions

**Children:** The most inexperienced users of the road system have nearly half of the accidents while only comprising about 30 percent of the population. Their resiliency to injury is probably the reason for the disproportionate percentage of fatalities experienced by this age group. Using 1990 data, we find that 2.6 percent of the child pedestrian crashes result in death.

**Working Adults:** This group has years of experience using the road system which may show up in its comprising 60 percent of the population and having 50 percent of the crashes. However, the resiliency of youth apparently fades in this group, and it experiences a fatality rate equal to its population numbers. Using 1990 data, we find that 6.8 percent of the crashes happening to working adults result in death.

**Older Adults:** The older pedestrians have fewer crashes than would be expected from the size of this age population, a finding that may be due to their many years of experience and a lowered use of the road system. But it is likely that a "frailty factor" is operating here, and a large percentage of these crashes result in fatalities. Using 1990 data, we find that 16.1 percent of the older pedestrian crashes result in death.

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Throughout the manual, a  will be used to indicate possible obstacles police agencies may encounter when implementing a pedestrian safety law enforcement program. A  will be used to indicate suggested ideas and strategies to overcome the obstacles.

# THE PEDESTRIAN CRASH PROBLEM

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When pedestrians are involved in motor vehicle crashes, the results are generally disastrous. Close to 6,000 pedestrians are killed each year in traffic crashes. These pedestrian deaths, often the result of alcohol use by the pedestrian and/or the motorist and excessive speed by motorists, account for almost 15 percent of all annual traffic fatalities.

National statistics reveal startling figures that indicate the severity of the pedestrian problem. This section will give you background information about the characteristics of the pedestrian problem in the United States and information on where to find more data.

## Characteristics of Pedestrian Crashes

In examining 1991 data on pedestrian crashes, these patterns are found.

### ■ Gender of the pedestrian

Males account for about 70 percent of the pedestrian fatalities and have since 1980.

This differs somewhat within each age group, but males are, nonetheless, over-represented within each group. The male pedestrian fatality rate per 100,000 population was 3.24—more than twice the rate for females (1.40 per 100,000 population).

### ■ Time of day the crash occurs

Nearly the same number of pedestrians were killed on weekday days as on weekday nights. However, weekend nights see almost twice as many pedestrian fatalities as do weekend days.

## THE PEDESTRIAN CRASH PROBLEM

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Approximately 60 percent of pedestrian fatalities occurred at night. Half of the 856 pedestrian fatalities under 16 years of age were killed in crashes that occurred between 3:00 p.m. and 7:00 p.m.

- Rural vs. urban

Seventy percent of pedestrian fatalities in 1991 occurred in urban areas.

- Location of crash

Eighty-two percent of fatally injured pedestrians in 1991 were at non-intersection locations.

*Pedestrian injuries have their greatest impact on the very young, the very old, and the intoxicated.*

- Types of pedestrians overrepresented in crashes

Older adults (65+) - People 65 years and older have the highest pedestrian fatality rates.

Older adults are more likely to sustain serious injury or death if struck by a motor vehicle. Those aged 70 and over account for eighteen percent of all pedestrian fatalities.

Children - Twenty-eight percent of annual pedestrian fatalities are children under the age of five.

Pedestrian crashes are the single biggest cause of death of children ages 5-9 years. More than one fourth of the traffic fatalities under age 16 were pedestrians.

## THE PEDESTRIAN CRASH PROBLEM

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Alcohol impaired - Alcohol involvement, either for the driver or the pedestrian, was reported in more than half of the motor vehicle crashes that resulted in pedestrian fatalities.

Nearly one-third of the pedestrians involved were intoxicated, with blood alcohol concentration (BAC) levels 0.10 percent or greater.

The percentage of fatally injured adult pedestrians with a BAC of 0.10 percent or more declined 6 percent in the 1980s, while the percentage of all motor vehicle drivers with BACs this high decreased by 20 percent during the same time period.

Patterns of pedestrian crashes have also been defined and categorized into specific crash types. Information on the eight most common pedestrian crash types can be found in Appendix A.

### Where to Find More Data

The United States Department of Transportation, National Highway Traffic Safety Administration (NHTSA), publishes an annual report based on NHTSA's Fatal Accident Reporting System (FARS). The FARS report is a collection of data on fatal crashes and fatalities that occur each year throughout the country.

NHTSA also publishes an annual report based on the National Accident Sampling System General Estimates System (GES). The GES report is a review of information on police-reported traffic crashes in the United States. This report provides statistics on traffic crashes, the vehicles, and the people involved.

Both FARS and GES reports contain valuable information that will provide you with an insight into the scope of the pedestrian problem on a national level. Information on how to obtain FARS and GES reports is listed in Appendix D.

## THE PEDESTRIAN CRASH PROBLEM

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*Your initiative in reducing pedestrian crashes will be the backbone of your success.*

Reducing pedestrian crashes will take a combined effort from law enforcement and the community. You are not the only one involved in this endeavor. But your initiative will be the backbone of your success.

The remainder of this manual will address how you can make pedestrian safety a priority within your agency, how you can involve the community by integrating the "three **E**" approach, and the steps you can take to establish a pedestrian safety law enforcement program.

# PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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Your commitment is essential to the success of a pedestrian law enforcement program. Involving the community in the planning and implementation of a program is equally important.

The goals of a pedestrian safety law enforcement program are these:

- To have citizens be aware of and comply with pedestrian laws
- To have police officers enforce the laws

It is only logical to have both the agency and the community working together on a program aimed at changing citizen behavior. It is probable that no one organization has a great deal of extra time to devote to pedestrian safety. However, by pooling your resources you can have a significant impact.

## Elements of a pedestrian safety law enforcement program

- #1 Establish pedestrian safety as an agency priority.
- #2 Integrate the "three **E**" (**E**nforcement, **E**ducation, **E**ngineering) approach to pedestrian safety law enforcement.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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This section provides you with ideas and strategies on how to implement the above elements. Also presented are obstacles that you may encounter during implementation and suggested activities you can use to overcome the obstacles.

### **Establish Pedestrian Safety as an Agency Priority**

Many law enforcement agencies do not consider pedestrian safety, or traffic safety in general, a high priority. Police supervisors may not be supportive of pedestrian law enforcement efforts. They may communicate to officers, directly or indirectly, that such enforcement does not merit the amount of time it involves.

As a traffic commander, you first must recognize that there is a pedestrian problem and, second, you must act on that recognition. Acknowledging the importance of pedestrian safety and making it a priority within your agency is a good head start to combatting the problem. But, the solution also involves support from the top and a commitment from officers. Your challenge is to make pedestrian safety a priority and to create a demand for enforcement of pedestrian laws.

#### *The importance of support from the top*

The resolve to enforce pedestrian laws must come from the entire agency. If supervisors are concerned about the laws, police officers will be motivated to enforce them. Traffic commanders need to demonstrate visible support for pedestrian enforcement during roll call and at all other appropriate times.

#### *Gaining the support of traffic officers*

The methods by which police agencies train officers or place them in traffic assignments enhances the effectiveness of a pedestrian program. Recruit schools and traffic commanders need to explain and emphasize the reasons why pedestrian law enforcement is important. Traffic commanders need to "sell" their officers on enforcement by using educational efforts.



## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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Educate traffic officers about the issues concerning pedestrian safety, the importance of enforcement, and the role the officers would play in a program.

### Suggested training tools

Educating police officers and emphasizing the importance of pedestrian law enforcement are crucial to encouraging officers to enforce pedestrian laws. Try these training tools.

- 💡 Promote pedestrian safety.

Use the same safety messages communicated to the general public via TV, radio, or brochures to train police officers about pedestrian law enforcement.

- 💡 Write pedestrian safety articles.

Place articles about pedestrian safety and pedestrian law enforcement countermeasures in police memos or bulletins.

- 💡 Develop an enforcement videotape.

Encourage your state police organization to develop a pedestrian safety education and enforcement videotape. The videotape can be distributed throughout the state and can be shown at roll call. The videotape should educate the officers about pedestrian safety problems and should emphasize your police agency's commitment to pedestrian law enforcement.

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- 💡 Integrate pedestrian issues into other agency priorities.

Effective traffic patrols can have a positive impact on reducing other types of crime, such as stolen vehicles and drug transactions.

When an officer is citing a pedestrian or motorist for a pedestrian violation, have him/her run a check on the violator's license. The officer may find that the violator is a wanted criminal, or is driving on a suspended license. The officers will see that they are not only reducing the pedestrian problem, but they are also responding to other crimes.

### For **TRAFFIC OFFICERS** to

- Enforce pedestrian laws
- Be dedicated to the program

### **POLICE SUPERVISORS** must

- Communicate their support
- Provide positive reinforcement

### Integrate the "three **E**" Approach to Pedestrian Safety Law Enforcement

When planning a pedestrian safety law enforcement program, you want to take a comprehensive approach. Your program should include activities that fall into each of the "three **E**" categories—**E**nforcement, **E**ducation, and **E**ngineering.

The integration of enforcement, educational, and engineering countermeasures has proven to be successful in combatting traffic safety problems. Since the inception of the community traffic safety program (CTSP) concept and the development of the Walk Alert pedestrian program, the "three **E**" approach to pedestrian safety has become the basis for comprehensive community programs.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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A good example of how this integrated approach has changed the behavior of individuals is the occupant protection campaign. In 1980, the national average for safety belt use was 11 percent. Since that time, a national campaign was initiated. Through the institution and enforcement of laws mandating safety belt use, public information and educational efforts, engineering improvements (automatic safety belts and improved retractors), the national average of safety belt use has risen to above 50 percent.

Numerous research studies indicate that, when used, lap and shoulder safety belts reduce the risk of fatal injury to front seat passenger car occupants by 45 percent and the risk of moderate to critical injuries by 50 percent. At the high use levels achieved in some other countries (85 percent), the lives of 11,408 front seat occupants could have been saved for the nation as a whole in 1991. If all front seat occupants wore safety belts, 14,413 lives could have been saved in 1991.

### Integrate the "three **E**" approach to pedestrian safety

- **E**nforce pedestrian laws
- **E**ducate the community/involve the community
- Coordinate with traffic **E**ngineers

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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Traffic safety experts have identified common problems while integrating the "three **E**" approach to pedestrian safety law enforcement. These problems, as well as suggested solutions to these problems, will be addressed in this section. Specific enforcement, educational, and engineering strategies for older adults, children, and intoxicated pedestrians also will be addressed.

### *Enforce pedestrian laws*

The enforcement element of a comprehensive pedestrian law enforcement program involves three processes—the identification of violators, their apprehension, and their adjudication. Pedestrians and motorists involved in crashes—or who have committed a pedestrian violation—need to be identified and apprehended, if appropriate. Adjudication is necessary to correct and remediate pedestrian law violators.

Combining the three processes of the enforcement element to reach a conviction is a challenge. Examine the following obstacles in the three processes of the enforcement element. Consider implementing the suggested strategies for writing citations and obtaining judicial support.

#### Possible enforcement obstacles

Potential enforcement obstacles have been identified by law enforcement experts.

- ☐ Inadequate policies and procedures concerning pedestrian law enforcement
- ☐ Lack of data on the causes of pedestrian crashes
- ☐ Sketchy accident reporting forms
- ☐ Pedestrian and motorist resistance/citizen protest

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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As we examine each of the above obstacles, think about how it affects your agency and how it can be overcome.

### ☰ *Inadequate policies and procedures concerning pedestrian law enforcement*

Potential enforcement problems associated with policy issues involve both law enforcement and government agencies.

- Inadequate policies and procedures in law enforcement agencies

Throughout the country, police agencies run into obstacles when trying to enforce pedestrian laws.

- A lack of interest and/or understanding

In general, due to the severity of other law enforcement problems, supervisors and officers often lose sight of the significance of pedestrian law enforcement needs.

- Insufficient police training

Police recruits do not receive sufficient training about traffic and pedestrian law enforcement, either at the training academy or on the job. If traffic safety is a low priority at the agency, there is no emphasis placed on initial or ongoing training.

- The priority of police functions

The traffic division, particularly pedestrian law enforcement, is often considered a lower priority than other police functions. Unless a supervisor chooses to push for pedestrian law enforcement, the commitment to it will remain weak.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Inadequate support from the judicial system

Officers have found that many judges do not support their efforts in ticketing pedestrian safety violators. Judges are unaware of how important pedestrian enforcement is and do not want pedestrian violators crowding their courtrooms.

- Inadequate policies and procedures in government agencies

Police agencies also have to cope with government (Federal, state, or local) policies and procedures that affect pedestrian law enforcement. Police departments encounter the following problems with the government.

- Insufficient funding for traffic programs

The government does not allocate sufficient funding to traffic programs. Government funding for traffic programs covers a spectrum of traffic areas, such as safety belts and impaired driving, with minimal funding for pedestrian programs.

- Weak laws governing impaired pedestrians

By decriminalizing public intoxication, lawmakers intended that public drunks would be treated rather than punished. But when the law changed, and the resources directed toward public health facilities for alcohol treatment did not, police officers were left with no permissible law enforcement response and no place to take public drunks.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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In some jurisdictions, the increased emphasis on apprehending and punishing motorists who drive under the influence of alcohol has led to an increase in the number of alcohol-impaired pedestrians.

### *Lack of data on the causes of pedestrian crashes*

*We really don't know how big the problem is. The data aren't there.*

At the national level, pertinent information on the causes of pedestrian crashes is not being reported by FARS. More information is needed to draw a clear picture of the causes of pedestrian crashes. Presently, national data are lacking information on:

- Off-roadway fatalities and crashes

Off-roadway fatalities and crashes involving pedestrians (e.g., in driveways and parking lots) are not reported in FARS. Off-roadway crashes often involve a driver backing over a pedestrian.

- Crash type

NHTSA has identified over 30 crash types that include pedestrian actions, but they are not used in reporting pedestrian crashes. NHTSA also has a system for identifying the precipitating factors of pedestrian crashes (i.e., information regarding specific pedestrian actions). This will improve law enforcement's ability to collect crash data.

More information on crash types and accident typing can be found in Appendix A.

- Impairment of pedestrian and motorist

Consistent information is not gathered on alcohol and/or drug impairment of pedestrians and motorists involved in pedestrian crashes.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### *Sketchy accident reporting forms*

Inadequate information is collected at the police agency level. Therefore, it is difficult to accurately identify causative factors in pedestrian crashes. Accident reporting forms used by police officers presently require marginal information about pedestrian crashes. Accident reporting forms do not tell us:

- Precipitating events

The pedestrian and motorist actions and behaviors before a crash are not regularly and consistently recorded.

- Specific crash type

As mentioned previously, NHTSA has identified over 30 crash types. These crash types are not included as part of the accident report.

- Officer's perception of the crash

The officer's perception of what happened at a crash site can provide valuable insight. Most accident reporting forms do not include that information.

#### **The accident reporting form should tell you**

- Location of crash
- Crash type
- Time of day crash occurred
- Age of victim(s)
- Fatal or non-fatal crash
- Alcohol involvement and, if so, to what extent
- Pedestrian actions
- Explanation of why pedestrian was at that location
- Officer's perception of who may have been at fault

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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Before you implement a pedestrian law enforcement program, examine your agency's accident reporting forms. If your agency's accident reporting forms do not contain the information in the box, consider revising them.

### *Pedestrian and motorist resistance/citizen protest*

Traffic commanders must prepare their officers for possible citizen protest. Pedestrian law enforcement is often unpopular with both motorists and pedestrians. Pedestrians may applaud police when they ticket motorists for not stopping in a crosswalk or not yielding to the right of way. But pedestrians become resistant when police begin to ticket them for jaywalking.

One way to handle pedestrian and motorist resistance is to give the violator safety information along with his/her ticket. The information can explain the importance of following the laws and what he/she can do to be a safer motorist and/or pedestrian.

### Suggested enforcement strategies

Pedestrian laws must be enforced. Thus, encouraging officers to write tickets and obtaining judicial support is an important part of a pedestrian law enforcement program.

### *Develop strategies for writing citations*

The following activities encourage officers to write tickets.

- Set performance measures, particularly during initial phases of program implementation.
- Include pedestrian safety as part of a comprehensive traffic safety program.

Make pedestrian enforcement part of a comprehensive traffic safety program, i.e., one that includes enforcement of moving violations, occupant protection, impaired driving, and bicycle violations.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Learn from the success of other jurisdictions.

Invite police officers or traffic commanders from other police agencies to explain how pedestrian laws are enforced and how pedestrian tickets are issued in their jurisdiction. Officers get the opportunity to hear that other agencies are enforcing pedestrian laws, and that they can too.

- Educate police officers.

Just as a public education campaign may reduce community resistance to a pedestrian law enforcement campaign, an educational campaign with police officers may also reduce their resistance to writing tickets. Provide information about pedestrian safety problems, pedestrian crash statistics, and effective enforcement techniques.

*Writing citations shows the public that your agency is taking pedestrian safety seriously.*

The focal point of your program is not to cite pedestrian law violators. But, writing tickets will demonstrate to the public that your agency is taking pedestrian safety seriously.

### ***Develop strategies for obtaining judicial support***

Adjudication is necessary to correct and remediate pedestrian law violators. Cooperation and action from the judicial system makes your efforts worthwhile.

- Inform judges and prosecutors about your program.

They may be more receptive and cooperative if they understand the importance of your law enforcement program.

- Involve judges in your program.

Involve members of the judicial system in planning the pedestrian law enforcement program.

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- Establish a traffic court.

If resources are committed to pedestrian law enforcement, then resources for and methods of moving people through the court system must also be acquired. Some jurisdictions have established a traffic court to increase courtroom efficiency, thus minimizing delay in processing cases.

### Three processes to enforcing pedestrian laws

1. Identification
2. Apprehension
3. Adjudication

*Beginning to enforce the laws before the public is educated will only lead to resistance.*

A pedestrian safety program is effective when it successfully integrates enforcement, education, and engineering spurred on by agency support. Once the community has been educated about pedestrian safety and understands the importance of following the laws, it is more apt to support a law enforcement program.

*Educate the community/  
involve the community*

Educational programs can mobilize community support for pedestrian law enforcement. Community support is crucial to the success of a pedestrian law enforcement program. Ten years ago, people did not expect to be arrested for drunk driving and, if arrested, expected minimum punishment. Today, driving while intoxicated (DWI) is considered a serious offense and carries serious penalties. The difference is often attributed to organized public support—or demand—for enforcement from groups like Mothers Against Drunk Driving (MADD).

Educating the public will change attitudes, improve skills, and increase knowledge about pedestrian safety issues. Before considering any educational avenues, examine the following obstacles that you may be up against.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### Educational obstacles

Educational obstacles include uninformed perceptions and a lack of skills and knowledge on the part of both pedestrians and motorists.

#### ■ *Perceptions of pedestrians and motorists*

*The general public has a laissez-faire attitude about pedestrian safety.*

Pedestrians and motorists alike often care little about:

#### ■ Pedestrian laws

The public perceives that pedestrian laws are not enforced. This attitude tends to perpetuate or increase the incidence of pedestrian safety violations.

#### ■ Risk of detection and of citation

Neither pedestrians nor motorists perceive any real risk in detection or citation for violating pedestrian laws. They don't think they are going to get caught (and probably won't). This coincides with the perception that pedestrian laws are not enforced, thus, increasing the incidence of pedestrian violations.

#### ■ Pedestrian crashes and crash involvement

Pedestrian crashes are perceived by the public as random events. Pedestrians and motorists also believe that there is little risk of being involved in a pedestrian crash.

Pedestrians feel that it is the motorist's responsibility to look out for the pedestrian. Motorists, on the other hand, feel that they own the road and that the pedestrian should be alert to the motorist.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### *The pedestrian's lack of skills and knowledge*

A crash usually involves a behavioral error on the part of the pedestrian, the motorist, or both. Yet many pedestrians do not understand why it is so important to obey pedestrian laws. A pedestrian's lack of knowledge and his errors in behavior can be seen in the following areas.

- Crossing streets

Some pedestrians dart out into the street without stopping or looking for traffic. They cross at intersections without checking for turning traffic.

- Pedestrian crossing signals

Pedestrians sometimes do not understand what the flashing "Don't Walk" signal means. The flashing "Don't Walk" means continue your trip but do not start if you have not yet begun. Pedestrians often begin crossing the street as the "Don't Walk" signal is flashing instead of waiting until the next signal cycle.

Some pedestrians also disregard crossing signals altogether and cross the street when they think it is clear.

- Reflective clothing

Pedestrians do not always realize the importance of being able to see motorists as well as of being seen by motorists. Some walk along the roadway in the traffic's direction of travel and thus cannot see traffic coming up behind them. Others walk in the street or along the roadway at night without any reflective clothing.

- Alcohol impairment

As mentioned earlier (Characteristics of Pedestrian Crashes), a high percentage of pedestrian fatalities and injuries involve alcohol. A pedestrian weaving and staggering down the roadway is in particular danger.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Disabled vehicles

Many pedestrians are unaware of the dangers involved with stepping out of a vehicle once it has been disabled. When pedestrians step out of the car, they often walk too closely to the road. When they cross the roadway, they may misjudge the speed of oncoming vehicles. This hazard is especially great on high-speed roadways.

- Speed of an oncoming vehicle

Children do not perceive moving vehicles in the same way adults do. They frequently lack the ability to judge the speed of an oncoming vehicle. Pedestrians crossing high-speed roadways or rural roads are also often unable to judge the speed of oncoming vehicles.

- Vehicles backing up

Some pedestrians walk through parking lots or past driveways without looking for moving vehicles.

### ≡ *The motorist's lack of skills and knowledge*

As mentioned above, a crash usually involves a behavioral error on the part of the pedestrian, the motorist, or both. A motorist's lack of knowledge and behavioral errors can be seen in the following ways.

- Exceeding the speed limit

Some motorists fail to slow down when driving through residential areas in which children are playing.

Motorists may also fail to reduce their speed on city streets or in shopping areas where pedestrians are abundant.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Intersection violations

Many motorists turn without looking for pedestrians crossing their path, particularly in right-turn-on-red situations. They ignore the law requiring them to yield to or stop for pedestrians in marked or unmarked crosswalks.

- Backing up

Motorists may back up without checking for pedestrians behind the vehicle.

- Alcohol and drug impairment

Some motorists ignore the dangers they impose on pedestrians, other motorists, and themselves when they drive while impaired.

- Passing a stopped vehicle

Motorists may pass stopped vehicles, such as school buses, and thus endanger pedestrians.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### Educational Obstacles

#### *Pedestrians' and motorists' perceptions*

- Pedestrian laws are not enforced
- Risk of detection and citation are minimal
- Pedestrian crashes are random events

#### *Pedestrians' lack of skills and knowledge*

- Darting out into the street
- Unawareness of what the "Don't Walk" signal means
- Not being seen by motorists
- Walking while impaired
- Misjudging the speed of oncoming vehicles
- Not looking for backing vehicles

#### *Motorists' lack of skills and knowledge*

- Exceeding the speed limit
- Ignoring the law requiring them to yield to or stop for pedestrians
- Driving impaired
- Passing a stopped vehicle

### Suggested educational strategies

Reaching citizens with a pedestrian safety message can be done in the following ways.

1. Provide information and education
2. Integrate your efforts with other community traffic safety programs
3. Network with community groups

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### *Provide information and education*

A properly planned and sustained program of public education makes people adopt intelligent practices for both walking and driving. Guide the people in your community or jurisdiction to want traffic safety.

- Develop a public information campaign.

Create a media packet. Include information about pedestrian laws, high risk behaviors, national and local statistics, and particularly dangerous intersections or areas of your community. Distribute the package to daily and weekly newspapers, radio, television and community bulletins.

- Release the media packet at a media conference.

Have the media conference sponsored by the chief of police and the commander of the traffic division. Involve the mayor and other politicians as well as community leaders. Hold the media conference at a time when pedestrian issues are more likely to gain attention, either before the end of school or before school opens. Use the media conference to kick off a pedestrian safety program.

- Sponsor a pedestrian safety week/month.

Designate a Pedestrian Safety Week or Pedestrian Safety Month. Consider selecting the week or month that has the greatest number of pedestrian crashes.

- Generate community involvement.

Place an article in the newspaper(s) asking the public to identify the most hazardous area(s) in the community for pedestrians.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Train police officers.

Recruit active or retired officers to provide public information about pedestrian safety. Schedule programs in schools and clubs.

- Train the trainers.

Police agencies can play the role of "training the trainers" about pedestrian safety information. It is not necessary that police officers be sent to every classroom or to every civic organization, but the police can teach those who teach children or who serve the needs of older adults. These new "trainers" will spread the word about pedestrian safety.

- Use public education.

Change the behavior of pedestrians. Encourage them to wear light colors or a reflective vest when walking at night. Encourage them to walk on sidewalks, walk on the correct side of the road, use pedestrian crossing signals, cross at intersections, etc.

- Work with civic organizations.

Develop and print basic handout materials describing pedestrian safety, what to do, what not to do, what the law requires, etc.

Identify dangerous behavior, and tell people what to do to avoid dangerous situations.

- Attach a brochure to traffic citations.

Attach a brochure about pedestrian safety to all traffic citations. Consider including a survey about pedestrian safety as well. The survey is a way of obtaining information about how much individuals know about pedestrian safety.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Work with public transit.

Ask public transit agencies to include pedestrian safety advertisements on the exteriors and interiors of buses.

- Include pedestrian safety in existing programs.

Look for opportunities to include pedestrian information in existing programs for motorists. For instance, include a section on pedestrian laws, rights, and obligations in driver's test and driver education programs. Include similar information in traffic schools.

- Personalize the issue of pedestrian safety.

Personalize the issue in educational materials and information by showing how a loved one (a child, a parent) can be a pedestrian at risk. Victim stories told from the point of view of survivors have been effective in the campaign to reduce the incidence of drunk driving. Use the stories to stimulate public interest in improving pedestrian safety. Since most drivers also walk, appeal to them from both perspectives—how do they behave toward pedestrians when they are driving, and how do they expect a driver to behave toward them when they are walking.

- Use direct mail.

Educate the public about pedestrian safety. Ask public utilities or banks to include pedestrian safety information in monthly mailings. Ask the Bureau of Motor Vehicles to include this information with automobile registration renewal notices. Use youth group, such as the Boy Scouts, or senior groups to perform mailing tasks.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Encourage and support a pedestrian advocacy organization.

Although pedestrian advocacy is not an issue within police purview, pedestrian advocates might learn from the history and strategies of other community awareness groups in developing a campaign.

Take environmental organizations as an example. Recycling has become a national concern. Presently, there are not enough recycling outlets to keep up with the need. This demand has come from groups working locally to change community attitudes about where to put their trash. Pedestrian advocacy can change attitudes nationally, but it has to start at the local level. Create a demand, a demand that will spread nationally.

*Emphasize public safety rather than penalties.*

When preparing educational activities, your information should be presented in positive terms. Stress safety, not punishment. Inform the community about situations that can be dangerous for pedestrians. For example, inform pedestrians of the dangers involved when they do not cross the street at a crosswalk, rather than telling them about the jaywalking ticket they could receive.

### 💡 *Integrate with other community traffic safety programs (CTSP)*

A pedestrian law enforcement program benefits from integrating pedestrian law enforcement efforts with other initiatives affecting pedestrians. In this way, we combine resources, support services, and efforts with other complementary pedestrian activities. For example:

- Integrate pedestrian safety with corporate health and traffic safety programs (e.g., occupant protection, impaired driving, smoking cessation, weight control, etc.).

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Integrate a pedestrian safety law enforcement program with widely popular causes such as the environment (e.g., clean air through less use of cars and more walking).

When a pedestrian safety program is integrated with other programs, your message is able to reach many more people than it would if you were doing it alone. Your limited funding and resources are maximized for a greater impact.

### *Network with community groups*

*A community-wide pedestrian safety committee provides input and support.*

Your pedestrian safety program will be much more effective if you gain the support of government officials, community leaders, and community organizations. Form a "pedestrian safety committee" of individuals who have an interest in traffic safety issues. Potential members include representatives from the following:

- City/county/state government
- Public school system
- Media
- Automobile club
- Civic/youth/senior organizations
- Safety council
- Traffic engineer's office
- Hospital or trauma center.

An expanded list of potential participants for a pedestrian safety committee can be found in Appendix F.

Networking with community groups is an excellent method for obtaining citizen input as you develop a pedestrian safety law enforcement program. Networking gives you an idea of what the community wants and what they are willing to contribute to your program.

Once you have established a committee of concerned individuals, plan a meeting to discuss how committee members might contribute to the pedestrian safety law

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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enforcement program. Possible roles for the committee might be:

- Planning and developing the pedestrian safety law enforcement program

Committee members can participate in brainstorming sessions. They can contribute to the development of program phases, goals, and objectives.

- Participating on working committees

Through working committees, the committee members can implement phases of the program.

- Participating in decision-making

Members can assist in all organizational and administrative tasks dealing with the pedestrian safety program.

- Evaluating the program

By measuring the changes that take place throughout implementation, committee members can determine if the goals and objectives of the program are being met.

- Networking for support and resources

A vital role for committee members is to recruit other organizations to volunteer people and resources. They can spread the word about the pedestrian safety law enforcement program and encourage others to become involved.

### **Education — the key to change**

Educational programs inform pedestrians, motorists, and police officers about pedestrian laws.

Educational programs result in compliance.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### *Coordinate with traffic Engineers*

Traffic engineering countermeasures are changes that improve pedestrian safety by modifying the physical environment. These countermeasures can range from the painting of crosswalks at an intersection to the construction of pedestrian overpasses.

It is important for police agencies to be aware of the engineering aspect of pedestrian safety.

### *Cooperating with traffic engineers improves pedestrian safety.*

For engineers, pedestrian safety issues are complicated by the broad range of pedestrian ages, physical abilities, and education. Pedestrians have widely varying stamina, walking speeds, and motor skills. In addition, pedestrians are not often given much instruction about the rules of the road. Unlike vehicle operators, pedestrians do not have to attend "walker's education" classes. All these factors make it necessary for engineers to provide pedestrian traffic signals, crosswalks, signs, and other aids that require little or no instruction and are usable by pedestrians of widely varying skills and abilities.

The results of addressing the pedestrian problem with the help of traffic engineers can be seen in a 1985 study done in New York City, "Queens Boulevard Pedestrian Safety Project." Through investigation, the Department of Transportation identified factors associated with the risk of pedestrian fatalities on New York City's widest street, Queens Boulevard. Engineering interventions used to improve safety at this site included modification of stoplight signals to increase pedestrian crossing time, roadway markings to emphasize pedestrian crosswalks, pedestrian signals on median islands, oversized speed limit signs, and increased police enforcement of the speed limit.

A description of the Queens Boulevard Pedestrian Safety Project can be found in Appendix C.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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### Obstacles associated with coordinating with the traffic engineering department

Engineering problems may range from the city planners' unawareness of pedestrian issues to specific physical environment concerns.

#### ☰ *City planners' unawareness of pedestrian issues*

Planners do not always consider pedestrian issues in planning city, neighborhood, and commercial development. For instance, they forget to ask these questions:

- Will pedestrians be there?
- What will be the purpose of most pedestrian trips?
- How will pedestrians choose to get there?

"Typical" urban problems, such as traffic volume, limited resources, and crime, pose problems for pedestrians that may not be addressed as a community grows.

#### ☰ *Physical environment concerns*

Engineering factors regarding pedestrian safety are not being integrated into community plans. Engineering concerns include:

- Overhead crosswalks

Sometimes commercial and residential developments follow the path of the interstate system. For example, a new mall may be built on one side of the highway and a subdivision on the other.

Without overhead crosswalks, pedestrians wanting to get from one side to the other will cross the interstate, and the number of pedestrian crashes will increase.

- Sidewalks

Some residential and commercial areas are constructed without sidewalks, forcing pedestrians to walk in the street.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- Unmarked crosswalks

Motorists are often unaware that they must yield to or stop for pedestrians in unmarked crosswalks. This situation puts the pedestrian in a more vulnerable position when he/she crosses the street at an unmarked crosswalk.

- Street lighting/long blocks

Poor street lighting and long city blocks create unsafe routes for pedestrians.

- Curb ramps

Communities are not answering the needs of the disabled. Without curb ramps, the disabled have a difficult time getting on or off sidewalks. Without construction advantages for the disabled, being a pedestrian is a hazard.

### Potential methods of coordination

Safety is a primary goal for both traffic engineering departments and police agencies. Police agencies must communicate their needs to and integrate their efforts with engineering if they are to enhance a pedestrian law enforcement program. Coordinate with engineering departments in these ways:

- 💡 *Communicate engineering needs to engineers*

Inform the traffic engineering department about your agency's pedestrian law enforcement program. Inform the engineers of your program's specific needs and how they can become involved.

- 💡 *Encourage traffic engineers to respond to pedestrian law enforcement initiatives*

Ask a representative of the traffic engineering department to be involved in the pedestrian safety committee.

## PEDESTRIAN SAFETY: AN AGENCY COMMITMENT AND A COMMUNITY EFFORT

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- 💡 *Work with the engineering department in identifying hazardous areas*

City planners and law enforcement must work together to eliminate deficiencies that hinder enforcement efforts and endanger pedestrians. Officers who see their supervisors committed to the pedestrian safety program are more dedicated and motivated. The end result is a successful response to a community safety program.

- 💡 *Send an officer with an engineer to survey incident sites.*

Take corrective actions based on the results of those surveys.

**Tell traffic engineers about pedestrian safety**

It leads traffic engineers to take action.

It improves pedestrian safety in your community.

### For more information

Descriptions of existing pedestrian enforcement programs that demonstrate how police agencies have successfully integrated the "three **E**" approach can be found in Appendix C.

A list of law enforcement specialists can be found in Appendix E. You can contact any one of them for information about implementing a pedestrian law enforcement program.

# STRATEGIES FOR HIGH RISK POPULATIONS

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Specific pedestrian populations have been identified as being high risk. These populations are either overrepresented in pedestrian crashes, or they put themselves in vulnerable positions as pedestrians. These high risk individuals include:

- Older adults
- Alcohol-impaired pedestrians
- Children.

This section discusses enforcement, educational, engineering, and legislative strategies as they apply to the above populations.

## Older Adults

Police, traffic engineers, motorists, and sometimes older adults themselves are not always aware of the physical limitations of older pedestrians. Making streets safer for older pedestrians is beyond the scope of "pedestrian law enforcement." Nevertheless, representatives of the "three **E**'s" (**E**nforcement, **E**ducation, and **E**ngineering) of traffic safety need to work together to address these problems.

### *Enforcement*

Here are some enforcement strategies to increase the safety of older pedestrians.

#### ***Increase pedestrian and motorist enforcement***

Increase enforcement in areas where there are high concentrations of older adults. When pedestrians see officers ticketing violators, they will be more law abiding.

## STRATEGIES FOR HIGH RISK POPULATIONS

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### *Assign crossing guards*

Assign crossing guards to high concentration areas during peak times or at designated times publicized to older adults. Placing crossing guards in concentrated areas greatly reduces the opportunities for motorists to violate pedestrian laws.

The population of older adults is increasing. Pedestrian issues concerning this population must be addressed and controlled now.

### *Education*

Improving pedestrian safety awareness among older adults includes informing them about the changes that come with aging and how they can adjust their walking behaviors to minimize the risk of being a victim in a pedestrian crash. Here are some suggested educational strategies.

### *Identify routes and locations where older pedestrians walk*

Determine where older pedestrians walk (to shop, to eat, for exercise), particularly in areas with high concentrations of older adults such as retirement communities. The Department of Social Services or Senior Citizens Centers can help police agencies to identify such locations as well as the times when older adults are most likely to be in high traffic areas. Suggestions could be made to older adults about the safest times to be pedestrians.

### *Stress the dangers of crossing a roadway*

Many older pedestrians are killed while crossing legally in crosswalks. There is also a high older pedestrian involvement in "right on red" and left turn crashes.

## STRATEGIES FOR HIGH RISK POPULATIONS

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💡 *Develop public service announcements (PSAs) on the crash types that most frequently involve older adults*

Radio and television public service announcements reach a wide audience. One advantage of pedestrian safety messages aimed at older adults and shown on local television stations is that the message is received not only by pedestrians but by drivers as well. These drivers may become more aware of the limitations of older adults and adjust their driving behavior accordingly.

💡 *Develop your own or use existing video or slide/tape presentations on pedestrian safety*

Present the video or slide/tape presentations to older adult organizations. Church groups and social clubs are frequently eager to have programs of interest presented to their members and would welcome speakers, films, or panel discussions about pedestrian safety.

💡 *Gather information on the effects of aging, motor skills, medicine, and alcohol on pedestrian safety*

Enlist the help of a gerontologist to prepare information on the effects of aging and motor skills and the effects of medicines and alcohol on pedestrian safety. This information then can be distributed to older adult organizations.

💡 *Sponsor training programs for elderly motorists*

There are Mature Motorist programs available from the American Association of Retired Persons (AARP) and the American Automobile Association. The Mature Motorist training programs cover the issue of dealing with back or neck problems that may interfere with an older driver's ability to check for pedestrians before backing out of a driveway or parking space. This program also covers other issues, such as slowed response time, sensory deficiencies, mental deficiencies, and other aberrant behavior.

## STRATEGIES FOR HIGH RISK POPULATIONS

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### *Engineering*

Communicate engineering needs for older adults to area planners. Offer suggestions to the engineering department about specific countermeasures that will aid older adults.

#### 💡 Bigger signs

Bigger signs with larger print alert older pedestrians to hazardous intersections.

#### 💡 Timed push-button crossing lights

Push-button crossing lights can be timed to allow a longer pedestrian crossing time.

#### 💡 Refuge islands

Refuge islands provide a safe haven for those unable to cross the street during one pedestrian crossing signal cycle. Older pedestrians may have difficulty determining if they have sufficient time to cross the street. This indecision may lead them to step out too late to cross all lanes of traffic before the traffic signal changes.

#### 💡 High visibility crosswalks

High visibility crosswalks allow motorists and pedestrians to see them better. Countermeasures to enhance the visibility of crosswalks include overhead lighting, flashing lights, or reflectors in the crosswalks.

#### 💡 Delayed green lights or an all-ways stop for motorists

An all-ways stop for motorists permits pedestrians to cross in any direction. Delayed green lights allow pedestrians to get a head start on crossing before vehicles make their turns.

## STRATEGIES FOR HIGH RISK POPULATIONS

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☪ Fences, barricades, and mid-block crosswalks

Construction of fences and barricades will direct pedestrian flow to intersections. Mid-block crosswalks allow pedestrians to cross without going to an intersection.

### Alcohol-Impaired Pedestrians

Law enforcement options for handling intoxicated pedestrians are limited now that public intoxication has been decriminalized. For instance, in Seattle, the public intoxication law previously provided that a police officer could arrest a person for public intoxication and detain her/him in jail for a minimum of four hours. After Washington State decriminalized public intoxication, police were instructed to take public drunks to a public health facility. However, public resources do not exist to house or treat public drunks, so police have nowhere to take them, and they stay on the streets.

Education is the best way to encourage pedestrians to look for alternate forms of transportation when drinking. Your agency can also participate in legislative action against walking while intoxicated.

### *Education*

The message to be communicated to the public is that intoxicated pedestrians present a hazard to law-abiding motorists as well as to themselves. Spread the message with these educational initiatives.

*Intoxicated pedestrians present a hazard to law-abiding motorists as well as to themselves.*

- ☪ Develop a public service campaign addressing the relationship between alcohol and pedestrian crashes.
- ☪ Expand public education about impaired driving to include the risks of walking while intoxicated.
- ☪ Encourage the media to run editorials on the problems associated with drinking and walking.
- ☪ Enlist the participation of anti-drunk driving groups in a campaign to highlight the dangers to pedestrians caused by drunk drivers and of drunk pedestrians to themselves.

## STRATEGIES FOR HIGH RISK POPULATIONS

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- 💡 Develop a campaign to alert the restaurant and bar industry about the problems related to drinking and walking. Involve the traffic division and the Alcohol Beverage Control (ABC).

### *Legislation*

Here are legislative initiatives to address the problem of intoxicated pedestrians.

- 💡 Provide policy makers with information to determine whether pedestrian fatalities might be linked to driving while intoxicated (DWI) citations. In some jurisdictions, passengers in vehicles stopped for DWI are allowed to walk away from the scene even though they are intoxicated. These people are potential pedestrian injuries and fatalities.
- 💡 Some jurisdictions allow police to take intoxicated pedestrians into protective custody or require police to remove the intoxicated person from the roadway.

### **Children**

Educational countermeasures are most effective with this age group. Making a community safer for children is beyond the realm of law enforcement, but enforcement agencies can play a significant role from an educational perspective.

### *Education*

These are educational strategies for dealing with the safety of children as pedestrians.

- 💡 Develop safety materials for parents.

Educating children also means educating parents. Provide information directly to parents on pedestrian crashes involving young children and what actions they should take to protect them. Include information stressing that young children require constant supervision near streets.

Parents also need to understand that children mimic their parents' walking behaviors. Thus, parents must set good examples.

Educate parents on the importance of helping their children practice pedestrian safety.

## STRATEGIES FOR HIGH RISK POPULATIONS

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- 💡 Provide information directly to parents.

Distribute information through the Parent Teacher Association (PTA). Provide information on pedestrian crash situations involving young children and what actions should be taken to protect children.

- 💡 Inform day care centers.

Deliver training materials to pre-school programs and day care centers on pedestrian safety for young children.

- 💡 Train child care providers to teach children about traffic safety skills.

- 💡 Work with the state agency that oversees child care providers to consider making traffic safety instruction part of the training curriculum.

- 💡 Develop a program for school crossing guards to instruct children and to identify and report maintenance problems, such as broken pedestrian lights or signs that need repainting.

- 💡 Develop or sponsor school-based educational programs on pedestrian traffic safety.

- 💡 Work with school systems on initiatives to increase the safety of children. For instance, install an "arm" that swings out ten feet in front of the school bus, requiring children to walk around it to cross the street and making them more visible to the bus driver.

Other high risk pedestrian populations include:

- Pedestrians on high speed roadways
- Tourists.

Appendix B contains specific enforcement, education, and engineering strategies to address these populations.

## STRATEGIES FOR HIGH RISK POPULATIONS

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# ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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Taking steps to reduce pedestrian crashes is an investment well worth the effort. You now have an understanding of the pedestrian problem. You know what it takes to make pedestrian safety a priority. You know the importance of gathering a committee of pedestrian safety advocates to participate in the planning and implementation of your program. You are ready to put your program into action.

Use the following steps as a guide to organize your pedestrian safety law enforcement program.

1. Identify pedestrian problems and causes within your community.
2. Set goals and objectives for your program.
3. Obtain financial resources.
4. Establish periodic evaluation procedures.

Remember that the following steps are only a guide. Adapt the suggestions to your agency's needs.

## 1. **Identify Pedestrian Obstacles Within Your Community**

The first step to establishing a successful pedestrian program involves identifying your pedestrian problem population and its causes. To accomplish this, examine existing data to determine the specific characteristics of pedestrian crashes. Once determined, focus your program efforts on the population you have identified.

### *Examine existing data*

Gather data to determine the nature and scope of the pedestrian problem(s) in your area. At the local level, identify possible problem locations, e.g., roads/streets, intersections, and crosswalks. Determine pedestrian populations that are particularly at risk, e.g., elderly or

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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weekend party-goers. Examine motorist involvement in pedestrian crashes, e.g., speeding, ignoring traffic signals.

For state police agencies, possible problem locations might include rural roads and high-speed roadways. The population most apt to be at risk is individuals of driving age.

### Local/state statistics

Local and state statistics provide the best basis for determining if a pedestrian problem exists in your jurisdiction. Obtaining local data will give you site-specific information about crash locations, hazards, and problem population(s). When examining local data, look for the following information:

- The total number of pedestrian crashes
- The location of each crash
- The crash type
- The time of day the crash occurred
- The ages of the victims
- If the crash was fatal or non-fatal
- Whether or not alcohol was involved in the crash.

The information you compile from examining local/state data will be the foundation for planning your pedestrian law enforcement program.

### *Focus your program*

Based on the information that was gathered from examining local/state data, focus your program efforts on the population(s) that are overrepresented in pedestrian crashes.

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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Before you begin planning specific program activities, address the following questions:

- What percentage of your program will be enforcement?
- What percentage of your program will be education?
- What percentage of your program will involve engineering countermeasures?

By answering the above questions, your agency will be better prepared for establishing program goals and objectives.

After this review of pedestrian safety problems, use the questions in this checklist as a guide to examine the extent of the pedestrian obstacles in your community.

## Problem Identification Checklist

### *Problem identification*

- Have you identified areas in your community that are dangerous to pedestrians?
- Have you identified populations that are overrepresented in pedestrian crashes?
- Have you identified the most common pedestrian crash types in your community?

### *Enforcement, legislation, and funding*

- Have you obtained support for pedestrian enforcement from your police department?
- Have you identified specific information on pedestrian crashes that is lacking from your police accident reporting forms?
- Have you identified needed legislative changes (new law or modification of an existing law)?
- Have you obtained support from the criminal justice system in your jurisdiction for processing pedestrian violators?
- Have you determined how many resources and how much money you have available for pedestrian safety and enforcement efforts?

### *Education*

- Have you identified Community Traffic Safety Programs (CTSPs) in your community that address pedestrian safety?
- Have you determined what pedestrian safety programs are taught to pre-school and school children K-12?
- Have you determined if there are public education programs targeting older adults?
- Have you determined if there are public education programs directed toward working adult members of the community?

### *Engineering*

- Have you set up a working relationship with the engineering department within your jurisdiction?

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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Once you have familiarized yourself with the scope of the pedestrian issue and have identified pedestrian problems within your community or jurisdiction, you are ready to begin planning a pedestrian law enforcement program.

- 2. Set Goals and Objectives for Your Program** Establish what your agency wants to accomplish. Define general goals upon which a comprehensive program can be built.

Possible long-term goals might be:

- To reduce inappropriate pedestrian behavior
- To increase motorist awareness of pedestrian situations
- To reduce the incidence of pedestrian crashes.

With these—or similar—general goals as a foundation, you are ready to identify specific objectives for your program.

Possible objectives could be:

- To enforce existing laws

You may choose to begin enforcing existing laws if your agency has not been doing so already.

- To establish an educational program

Based on the crash data you have compiled, you might start an educational program in the elementary, junior high, or high schools.

- To create a safer physical environment

For example, based on data analysis and communications with the engineering department, you may have pedestrian crosswalk signals installed at certain intersections.

- To examine existing laws

There may be a need to recommend passage of more effective laws or ordinances.

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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When categorizing program goals and objectives as either enforcement, educational, or engineering, be sure that the activities that occur under each category are interrelated. For example, if your goal is to decrease older pedestrian crashes, your objectives may be:

- Enforcement

Encourage officers to enforce pedestrian and motorist violations in that area.

- Education

Educate the older adults about the crosswalk signal and the safe way to cross the street.

- Engineering

Install a crosswalk signal and a refuge island at a busy intersection.

*A successful program requires  
all "three E's" -  
Enforcement, Education,  
and Engineering*

### 3. Obtain Financial Resources

People power is a key ingredient for a successful pedestrian safety law enforcement program. So is funding. If a program is initiated without any idea of where the money will come from, it is apt to fail. In addition to police agency funds, the community has additional sources of finances that can be tapped.

When implementing a program, design strategies to fit available resources. For example, if funds do not allow a comprehensive enforcement campaign, target only high crash location(s). Or implement the program periodically, depending upon available resources.

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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### *Types of funding*

In addition to agency funds, examine the possibility of acquiring federal, state, or local funding.

#### Federal funds

Federal funds available for highway and traffic safety initiatives in states and local areas are known as Section 402 funds. These formula grant program funds are intended to aid the states in conducting approved highway safety programs, under the direction of the Governor's Highway Safety Representative. City and county government agencies are eligible for 402 grants to fund activities in priority program areas such as occupant protection, police traffic services, alcohol and other drug countermeasures, emergency medical service, traffic records, motorcycle safety, and pedestrian/bicycle safety. For further information on this grant program, contact your State's Governor's Representative for Highway Safety. (See Appendix G)

Federal funds are also available to conduct research, to develop new technology, and to demonstrate new strategies and technology in the field of highway traffic safety. Referred to as Section 403 funds, they are awarded through grants, contracts, and cooperative agreements with state governments, universities, consultants, etc.

There are several other sources of federal funding for highway safety. These are incentive grants that are awarded to states that meet legislative and program requirements.

- Section 153 funds are awarded to states that have safety belt use laws and motorcycle helmet use laws and that reach certain usage levels specified by law.

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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- Section 408 and 410 funds are awarded to states that have passed legislation such as administrative license revocation, mandatory jail for repeat alcohol offenders, and legal blood alcohol content levels, and for having programs that:
  1. Control access to alcohol by youth
  2. Conduct sobriety checkpoints
  3. Have self-sustaining alcohol programs.

For more information on any of these programs, contact your Governor's Representative for Highway Safety. (See Appendix G)

### State funds

- State highway funds (funds for community development)
- Spot Safety Improvement Programs (Highway Department) to eliminate hazards at high-crash locations
- Funds generated by traffic citation fines

State lawmakers could be asked to add a fee (a court cost) to traffic tickets and then allocate this money to developing or expanding traffic safety education and enforcement programs.

### Local funding sources

- Private business contributions
- City budget: improvement and maintenance, general revenue
- School district assessment
- Civic organization contributions
- Community contributions

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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- Funds generated by local traffic citation fines

Local lawmakers could be asked to add a fee (a court cost) to traffic tickets and then allocate this money to developing or expanding traffic safety education and enforcement programs.

One of the necessary ingredients in obtaining funds is the ability to demonstrate a need for the program or to show that previously used funds have created a safer pedestrian environment.

#### 4. Establish Periodic Evaluation Procedures

Continuous evaluation of your program is important to determine if it is accomplishing its objectives. You want to measure the changes that have taken place during the implementation of the pedestrian program. Ask yourselves these questions:

- Are the objectives being met?
- Are there fewer pedestrian crashes?
- Are there fewer serious pedestrian injuries and deaths?
- What more can be done?

Based on the results of your evaluations, it may be necessary to refine the program. If you find that your program is not having the desired effect, try to determine what is going wrong. Do not be afraid to take corrective action. You may need to scale down your objectives. You may find that increased publicity is all that you need.

If you are very successful in accomplishing your objectives, you and your committee should consider expanding the level of effort. Obviously the community is receptive to your program, so capitalize on it and involve more people.

Project planning and administrative procedures are crucial to the development of a pedestrian law enforcement program. Before initiating a program, you must be aware of your capabilities.

## ESTABLISHING A PEDESTRIAN SAFETY PROGRAM IN A LAW ENFORCEMENT AGENCY

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By establishing a working group and applying these four initial steps to your planning process, you will be able to define your program parameters and build a solid foundation on which to implement your program. When executed correctly, implementing a pedestrian law enforcement program can be a rewarding experience.

## Program Evaluation

**Purpose:** *Use this form to critique any activities carried out in your pedestrian safety law enforcement program.*

Name of Program: \_\_\_\_\_ Time Frame: \_\_\_\_\_

Target Population: \_\_\_\_\_

Program Description: \_\_\_\_\_

*(Integration of three E's)*

*Enforcement* \_\_\_\_\_

*Education* \_\_\_\_\_

*Engineering* \_\_\_\_\_

Program Goals: \_\_\_\_\_

Program Objectives: \_\_\_\_\_

Estimated Number of  
Citizens Reached: \_\_\_\_\_

Planning: \_\_\_\_\_  
*What was/was not  
helpful)* \_\_\_\_\_

**Program Evaluation  
(cont'd)**

Promotion: \_\_\_\_\_  
*(What worked/  
what did not)* \_\_\_\_\_

Implementation: \_\_\_\_\_  
*(What worked/  
what did not)* \_\_\_\_\_

Recommended  
Changes: \_\_\_\_\_  
*(For future  
programs)* \_\_\_\_\_

# **Appendices**

NHTSA has defined more than 30 different crash types. However, over 70 percent of all pedestrian traffic collisions can be characterized by the following eight crash types.

**1. Dart out**

The pedestrian enters the street mid-block and is struck by, or walks or runs into, a moving vehicle. Dart out crashes typically occur in residential areas.

**2. Intersection dash**

Similar to the dart out, this type of crash occurs in or near a marked or unmarked crosswalk. A person runs across the intersection, is seen too late by the driver, and is struck.

**3. Walking along the roadway**

The pedestrian is struck by a vehicle while walking along the edge of the roadway or on the shoulder. This occurs most often on rural roads after dark.

**4. Vehicle turn/merge**

The driver is turning into and merging with traffic, and his vehicle strikes a pedestrian who is generally headed in a direction different from the driver's focus of attention.

**5. Multiple threat**

The pedestrian, crossing a multi-lane street, is permitted to cross by one or more vehicles that stop or slow down in order to yield. The pedestrian is then hit by another vehicle, traveling in the same direction, that passes the yielding vehicle. The yielding vehicle(s) forms a visual screen between the pedestrian and the striking vehicle.

**6. Ice cream vending truck**

The pedestrian is struck going to or from an ice cream vending vehicle. This crash occurs almost exclusively in residential areas. Most such crashes occur as the pedestrian is leaving the vending vehicle.

**7. Backing up**

A pedestrian is struck after failing to see a vehicle backing up, or after not being seen by the driver of the backing vehicle.

**8. Bus stop**

A bus has stopped to discharge passengers. A person leaves the bus, begins to cross the road in front of the bus, and is struck by a vehicle traveling in the same direction that passes the stopped bus.

**Pedestrians on High-Speed Roadways**

Pedestrians who are injured and killed on high-speed roadways are present on high-speed roadways for a variety of reasons.

1. They are crossing the roadway to get to work, to a shopping center, to a friend's house, etc.
2. They are waiting for a car pool to pick them up.
3. Their vehicle has been disabled.
4. They are construction workers.

Recommendations concerning pedestrians on high-speed roadways relate more to education and engineering than to pedestrian law enforcement. Police officers can ticket pedestrians on high-speed roadways, but police officers may not be able to physically remove pedestrians from high-speed roadways.

*Pedestrians crossing a roadway*Education

Pedestrians who cross high-speed roadways, perceiving it to be the shortest distance between two points, may be relying on perceptions about speed and distance that apply to city streets or country roads but not to high-speed roadways. Alcohol impairment of the pedestrian may also be a factor.

Develop informational materials about the dangers of crossing high-speed roadways. Address vehicle distance and speed as well as alcohol impairment of the pedestrian.

Engineering

Inform the engineering department of the importance of its role in the safety of pedestrians on high-speed roadways. This problem may also be addressed by passage of legislation requiring engineering countermeasures in certain areas. Suggested countermeasures include:

- Construction of overpasses and barricades to prevent pedestrians from crossing high-speed roadways

- Requirement of engineering countermeasures

Recommend that city and county governments consider requiring developers to include certain engineering countermeasures (e.g., barricades) in any area where commercial or residential development will result in pedestrian traffic.

### *Commuter meeting a car pool*

#### Education

This pedestrian is often preoccupied with getting to and from work. He/she does not realize, or is unaware of, the dangers involved with being on high-speed roadways. Try these strategies to inform commuters.

- Locate van pool or car pool companies within your jurisdiction and distribute safety materials to them.
- Distribute information concerning the dangers of being on a high-speed roadway to community businesses.
- Work with safety officers in community businesses and develop a safety program about pedestrians on high-speed roadways.

#### Engineering

If commuters waiting for car pools are a problem within your jurisdiction, communicate to community planners or engineers the need for countermeasures to deal with the problem. One suggestion might be to install commuter turnouts, similar to those provided for commuter buses that stop along expressways.

### *Disabled vehicles and pedestrians*

Disabled vehicles are a pedestrian issue because, once a vehicle becomes disabled, the occupants become pedestrians. Educational and engineering strategies are the most successful ways to address pedestrians of disabled vehicles.

#### Education

Motorists need to be aware of the risks they take when they get out of their cars. Pedestrians have been killed while standing in the road wondering what to do, or while working on their cars, or while attempting to flag down assistance. Consider these educational strategies.

- Develop informational material on the dangers of being on high-speed roadways. Include information on the safety precautions motorists should take when their vehicle becomes disabled.

- Develop a survey to measure the need or public demand for a motorist assistance program.
- Distribute information and surveys at the Department of Motor Vehicles, used/new car dealerships, and gas stations.

### Engineering

Communicate to the engineering department that disabled vehicles pose a pedestrian problem. Suggest these countermeasures.

- Post informal signs instructing motorists what to do if their cars break down. Instructions may differ depending on the area of the country, the climate, or the season of the year.
- Install telephones along the expressway so pedestrians can call for vehicle assistance.

### Dealing with disabled vehicles

Dealing with disabled vehicles is a problem that needs to be addressed. If an officer stops to aid a motorist, he/she may be unavailable for other police work for at least one hour. Consider these suggested countermeasures for dealing with disabled vehicles.

- Provide for a police response to disabled motorists and to pedestrian problems on interstate roadways.
- Shift motorist assistance to non-enforcement government personnel.
- Develop a program asking motorists with CBs or cellular telephones to report breakdowns.
- Establish a volunteer program with cab companies to pick up disabled motorists or other pedestrians on high-speed roadways.
- Ask State Highway Administration vehicles on preventive maintenance surveys or details (checking or repairing guard rails, expansion joints, etc.) to be on the lookout for motorists with disabled vehicles and to call a tow truck to assist the motorist.
- Encourage radio stations in your area to provide assistance to motorists by detailing an advertising van ("Auto Angel," "Safety Service Patrol") that provides basic repairs or stops and calls a tow truck if necessary.

*Construction workers on high-speed roadways*Enforcement

An enforcement program may be the best approach to dealing with the safety of construction workers on high-speed roadways.

- Develop a strict enforcement program for construction zone safety.

The Michigan State Police developed a program called Construction Zone Accident Reduction (CZAR). The program involved a pre-enforcement study period, an enforcement period, and a post-enforcement study period. Prior to any enforcement efforts, the study indicated that cars averaged 56 miles per hour (mph) in a posted 45 mph construction zone. Michigan State Police undertook vigorous enforcement efforts, issuing speeding tickets to motorists who exceeded the speed limit. Police issued tickets only during those times when construction workers were present.

A post-enforcement study indicated that motorists reduced their speed by an average of 8 mph. The study attributed the decline in speed to the enforcement effort.

- Impose a double fine in construction zones.

An example of such an effort is in the state of Pennsylvania. Signs describing the fine for each incremental speed violation and the amount if doubled are posted to inform motorists of their financial liability.

**Tourists**

Tourists pose pedestrian problems because they are unfamiliar with the city and safe pedestrian routes. Addressing the tourist population is a difficult task, especially in areas where the majority of the population is tourists (e.g., parts of Florida). Enforcing laws which tourists may not know exist may lead to resentment. The most effective strategies for this group are educational and engineering countermeasures.

Education

- Work with hotel and motel associations to develop public information and education materials. Include information on the dangers of walking after drinking.
- Encourage hotels and motels to distribute pedestrian safety materials to guests as they arrive.
- Encourage hotel and motels to develop maps with safe pedestrian routes.

- Place pedestrian educational materials at rest stops along interstates.
- Include safety information on state maps or attached to them.

### Engineering

Communicate pedestrian needs to the engineering department. These include the installation of:

- Barricades, overhead walkways, or fences, to direct pedestrian flow to crosswalks
- Mid-block crosswalks
- Pedestrian crossing signals.



**Seattle Pedestrian Law Enforcement Program**

**Contact:** Captain John Moffat, Seattle Police Department, Washington

Seattle's pedestrian law enforcement program began with a highly publicized public education campaign emphasizing pedestrian rights and responsibilities. The campaign was, and continues to be, coordinated by Harborview Injury Prevention Center, which is affiliated with a research and teaching hospital. Education takes the form of public service announcements (PSAs), newspaper articles, radio spots, billboards, and bus posters. The Seattle Police Department stresses that its program is not a jaywalking campaign and that the main concern of its pedestrian law enforcement program is pedestrian safety with an emphasis on pedestrian protection. Information and education is extended to the public so that it will become aware of the laws and will in turn voluntarily comply with them. The citizens are also made aware that, if they do not obey the laws, whether they are a motorist or a pedestrian, they will receive a ticket.

Seattle is planning to require a traffic response to every pedestrian crash, regardless of the severity, that will include an indepth investigation. The investigation will examine, for example, whether environmental factors contributed to the accident, whether the driver or the pedestrian needed but did not wear eye glasses, and how the pedestrian was clothed (e.g., wore dark colors). This data will be analyzed with an eye toward identifying problems and potential solutions. Police officers will ask the driver and the pedestrian to voluntarily take a breath test to determine if alcohol was a factor in the crash. Washington's implied consent law authorizes police officers to require breath tests if they have reason to believe that a motorist is intoxicated.

**"Safety City: Taking the Right Direction."** Lexington-Fayette Urban County Division of Police

**Contact:** Assistant Police Chief Larry Ball, Lexington Police Department, Kentucky

Safety City is a scaled down version of the city of Lexington, with paved streets and sidewalks, working traffic signals and traffic signs, where children learn about pedestrian, bicycle, passenger, school bus, and general safety (fire, dangerous strangers, emergency phone calls). Funding for the project came from the Bluegrass Junior Women's Club and the business community (\$400,000), and Lexington-Fayette Urban County Government, which donated two acres of land for the site of Safety City and \$320,000. Two full-time police officers are provided by the Lexington Division of Police to operate the facility and programs.

## DESCRIPTIONS OF EXISTING PEDESTRIAN ENFORCEMENT PROGRAMS

### APPENDIX C

The curriculum at Safety City is approved by the Board of Education and includes classroom instruction and practical exercises for second graders. The second graders take closely monitored walking trips and have an opportunity to see vehicle safety from behind the wheel of a three mph battery powered mini-car. Second graders were chosen for the program because educators say this is the age when children begin to use reasoning powers. Presently, Safety City serves all of Fayette County public and private schools. Project directors hope to expand the program to include children from surrounding counties.

The program has developed a student workbook, "Graduate of Safety City" buttons, and bumper stickers. A videotape and a publicity folder are available to communities interested in learning more about the program.

#### **Albuquerque Crash Reduction Effort (ACRE) Program**

**Contact:** Lieutenant Al Tetreault, Special Service Bureau, Albuquerque Police Department, New Mexico

The Albuquerque Crash Reduction Effort (ACRE) program promotes cooperation among the three traffic safety "E's": enforcement, education, and engineering and also fosters communication with the media and the judiciary. ACRE includes a school based curriculum where off-duty officers make presentations to first graders. A coloring book on traffic safety will soon be added to the curriculum. A unit in the traffic division analyzes crash data, enabling police to target high crash locations for enforcement efforts.

The media has helped to publicize the Albuquerque Police Department "City Kitty" cars, which enforce traffic laws. Although the department has only four of these eye-catching white mustangs, the public reportedly perceives that the department has as many as a hundred, because the program is very visible and has been promoted by the media.

In the future, ACRE hopes to establish regular meetings between police officers and judges to foster communication and to discuss how to present traffic cases to prove the elements of the offense. Police also plan to implement an educational program with neighborhood associations in which police officers meet with parents and their children to instruct them about safe street crossing skills.

Funding for ACRE comes from a \$3.00 fee that the state legislature approved and added to traffic tickets. Monies raised from this fee are earmarked for the State Highway Department's Traffic Safety Education and Enforcement Fund, which is used in part to fund local traffic safety programs.

**Queens Boulevard Pedestrian Safety Project—New York City**

To address the problem of pedestrian injuries, the Safety Division of the New York City Department of Transportation established an Urban Pedestrian Safety Strategy in 1985. The strategy called for the collection, mapping, and analysis of collision data to identify hazardous sites and develop interventions. The Queens Boulevard Pedestrian Safety Project, an example of the application of this strategy, focused on fatal injuries to pedestrians. For this project, 1980-1984 data were examined. The data examined were gathered from investigation reports of a special police unit that responded within one hour to calls from local police precincts when a severe pedestrian injury occurred. If a pedestrian fatality had already occurred or the physician providing emergency medical care determined that the victim was not likely to survive, the investigators collected information about the injury circumstances, vehicle characteristics, and persons involved. Using this information, the Department of Transportation identified factors associated with risk of pedestrian fatalities at Queens Boulevard and planned interventions to improve safety at this site.

Queens Boulevard is the widest street (175-225 feet) in New York City. More than 60,000 vehicles traverse its 12 traffic lanes daily. Spot mapping of 1980-1984 police data identified a geographic cluster of 22 deaths and 18 likely fatalities along a 2.5-mile length of the street. Age was known for 36 (90 percent) of the 40 injured pedestrians; pedestrians injured along Queens Boulevard were, on average, older than pedestrians injured in the entire city. All 20 fatally injured pedestrians for whom ages were known were 60 years or older.

Because many of the fatalities occurred in older pedestrians crossing the street, the following interventions were implemented: 1) modification of stop light signals to increase pedestrian crossing time; 2) roadway markings to emphasize pedestrian crosswalks, traffic lanes, and the direction of traffic flow; 3) pedestrian signals on median islands; 4) oversized speed limit signs and increased police enforcement of the speed limit; and 5) safety education presentations at older adults centers. The estimated cost of these interventions was \$150,000.

The Queens Boulevard Pedestrian Safety Project demonstrates how focusing on injury prevention and incorporating resources not traditionally involved in public health can substantially improve safety with little effort or expense. Studies indicate that pedestrian injuries have their greatest impact on the very young, the very old, and the intoxicated. By recognizing Queens Boulevard as a street segment with an unusually large number of pedestrian injuries and identifying the elderly as the primary population at risk, traffic engineers and others devised interventions focusing primarily on disabilities of vision and agility in the elderly. This project suggests that pedestrian injuries may be prevented with interventions involving engineering, enforcement, education, legislation, and zoning. With a multidisciplinary approach and safety as a priority, public health officials, traffic planners, law enforcement officials, and other public safety workers can continue to take steps to reduce fatalities on U.S. roads.



**AAA Traffic Safety Services Catalog**

This catalog includes safety patrol publications, awards, and equipment; school bus safety; safety belts; preschool children and traffic (pedestrian); school traffic safety education; alcohol traffic safety education; pedestrian safety; bicycle safety; safety films and audio/visual aids, including public service announcements.

Address: Marquita Dudley  
AAA National Headquarters  
Traffic Safety Department  
1000 AAA Drive  
Heathrow, FL 32746

**Pedestrian Accident Reduction Guide (PAR)**

This manual provides guidelines for implementing a successful pedestrian program, demonstrates why the PAR approach works, provides information on accident types, and presents countermeasures for dealing with the pedestrian problem.

Address: U.S. Department of Transportation  
National Highway Traffic Safety Administration  
NTS-23  
400 7th Street, SW  
Washington, DC 20590

**Planning Community Pedestrian Safety Programs—An Agenda for Action**

This manual is a resource for individuals and groups seeking to develop a comprehensive approach for improving pedestrian safety within their communities. This manual describes the principles of comprehensive planning and coordination, problem analysis, and community assessment.

Address: U.S. Department of Transportation  
National Highway Traffic Safety Administration  
NTS-23  
400 7th Street, SW  
Washington, DC 20590

**Walk Alert Program Guide**

This guide provides the necessary steps toward organizing, initiating, and carrying out a local pedestrian safety effort and building it into a comprehensive program.

Address: The National Safety Council  
444 North Michigan Avenue  
Chicago, IL 60611-3991

**Manual on Uniform Traffic Control Devices**

Address: Dan Gilbert  
Northwestern University Traffic Institute  
405 Church Street  
Evanston, IL 60208  
800-323-4011  
708-491-5283

***Resources for CHILDREN*****Children in Traffic (film)**

This West German film is designed to show adults how children differ from adults in their perception of traffic.

Address: AAA Foundation for Traffic Safety  
2990 Telestar Ct., Suite 100  
Falls Church, VA 22042

**Walking in Traffic Safely (WITS)**

WITS is a pedestrian traffic education curriculum package for young children aged pre-school to 6 years old. WITS is designed to teach pre-school children about streets and cars. The basic lesson is learning to recognize roads and stay away from them unless accompanied by a parent or some other older person.

Address: National Association for the Education of Young Children  
1834 Connecticut Avenue, NW  
Washington, DC 20009

**Watchful Willie Preschool Pedestrian Program**

A pedestrian safety program aimed at preschool children to modify behavior and to increase safety awareness.

Address: National Safety Council  
444 N-Michigan Avenue  
Chicago, IL 60611

***Resources for OLDER ADULTS*****Older Adult Pedestrian Safety**

This booklet gives local communities guidelines for the development of programs that meet older adult pedestrian safety problems.

Address: Contact your local AAA for more information

**Walk Alert: Pedestrian Safety for Older Adults**

This brochure provides the older adult with a background in pedestrian safety techniques.

Address: National Safety Council  
1121 Spring Lake Drive  
Itasca, IL 60143

**Give Older Pedestrians a Break at Crossings**

A public service announcement focusing on the need for drivers to be sure the crosswalk is clear and to give pedestrians a chance to complete their crossings.

Address: AAA Foundation For Traffic Safety  
2900 Telestar Ct., Suite 100  
Falls Church, VA 22042

**AVAILABLE NATIONAL DATA****Fatal Accident Reporting System (FARS)**

FARS is a NHTSA-published annual report containing data on fatal traffic crashes and fatalities that occur each year throughout the country

Address: U.S. Department of Transportation  
National Highway Traffic Safety Administration  
400 7th Street, SW  
Washington, DC 20590

**General Estimates System (GES)**

The GES report is a review of information on police-reported traffic crashes in the United States. This report provides statistics on traffic crashes, the vehicles, and the people involved.

Address: U.S. Department of Transportation  
National Highway Traffic Safety Administration  
400 7th Street, SW  
Washington, DC 20590



Lieutenant Craig Allred  
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1401 Bel Air Road  
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Charles Peltier, Program Manager  
International Association of Chiefs of Police  
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Arlington, VA 22201  
703-243-6500

Alex Sorton, Deputy Director  
Engineering Division, Traffic Institute  
Northwestern University  
405 Church Street  
Evanston, IL 60204  
800-323-4011

**State Government**

- Governor
- Governor's Highway Safety Office
- State Regulatory Commission
- Department of Transportation
- Department of Education
- Motor Vehicle Division
- Department of Public Safety
- State Police
- Legislators

**Local Government**

- City Council
- Mayor's or City Manager's Office
- Traffic Court Judges
- Traffic Engineering Department
- League of Cities
- League of Counties
- Conference of Mayors
- City Agency on Aging
- County Commissioners

**Education Institutions**

- Administrators
- Primary/Secondary Department Heads
- School Bus Supervisors/Driver
- University Safety Faculty
- Local/District School Boards
- Parent-Teacher Associations

**Business/Industry/Professional**

- Chamber of Commerce
- Insurance Companies
- Oil Companies
- Local Lending and Banking Institutions
- Motor Vehicle Dealers
- Transportation Companies
- Retail Malls
- Local Bar Associations

**Associations**

- State/local Safety Councils
- Woman/Youth Highway Safety Leaders Associations
- Citizens for Highway Safety
- Association of Chiefs of Police
- State Driver Education Association
- American Automobile Association (AAA)
- Highway Users Federation
- Other state/local Highway Safety Groups
- American Association of Retired Persons (AARP)

**Civic/Social/Service/Religious**

- Men's/Women's Service Clubs and Service Organizations
  - Jaycees
  - Rotary
  - Lions
  - Kiwanis
  - National Exchange Clubs
  - Pilot Club International
  - Altrusa
  - Zonta International
  - National Council of Catholic Women
  - Optometric Association and Auxiliary
  - American Legion Posts
  - Veterans of Foreign Wars Posts
  - Mothers Against Drunk Driving
  - National Extension Homemakers Council
  - Neighborhood Associations
  - Sororities and Fraternities
- Youth Groups
  - Scouts
  - 4-H
  - Future Homemakers of America
  - Future Farmers of America
  - Boy's Club
  - Student Councils
  - Students Against Drunk Driving

**POTENTIAL PARTICIPANTS  
FOR A PEDESTRIAN SAFETY COMMITTEE**

**APPENDIX F**

- School/Parent-Teacher Groups
  - Public Schools
  - Private and Parochial Schools
- Recreational Organizations
  - YMCA/YWCA
  - Community Centers
  - Health Clubs
  - Walking/Jogging Clubs
- Religious Groups
  - Churches and Synagogues
  - Clergy Associations
  - Men's/Women's Groups
- Older Adult Clubs
- Walking Organizations
  - Health
  - Environmentalists

**Media**

- Print
- Radio
- Television



**ALABAMA**

Law Enforcement Traffic Safety  
Division  
Department of Economic and  
Community Affairs  
P.O. Box 5690  
401 Adams Avenue  
Montgomery, AL 36103-5690  
Phone: 205-242-8672  
FAX: 205-242-5515

**ALASKA**

Department of Public Safety  
Highway Safety Planning Agency  
P.O. Box 111200  
450 Whittier Street  
Juneau, AK 99811  
Phone: 907-465-4322  
FAX: 907-465-4362

**ARIZONA**

Governor's Office of Highway Safety  
3010 N. Second Street, Suite 104  
Phoenix, AZ 85012  
Phone: 602-223-2359  
FAX: 602-223-2917

**ARKANSAS**

Traffic Division  
AR State Highway and Transportation  
Dept.  
P.O. Box 2261  
11300 Baseline Road  
Little Rock, AR 72209  
Phone: 501-569-2648  
FAX: 501-569-2400

**CALIFORNIA**

Office of Traffic Safety  
Business, Transportation &  
Housing Agency  
7000 Franklin Blvd., Suite 440  
Sacramento, CA 95823  
Phone: 916-445-0527  
FAX: 916-324-9606

**COLORADO**

Office of Transportation Safety  
Colorado Dept. of Transportation  
4201 Arkansas Avenue  
Denver, CO 80222  
Phone: 303-757-9201  
FAX: 303-757-9656

**CONNECTICUT**

Department of Transportation  
Bureau of Highways  
P.O. Box Drawer A  
24 Wolcott Hill Road  
Wethersfield, CT 06109-0801  
Phone: 203-666-4343  
FAX: 203-666-1270

**DELAWARE**

Delaware State Police  
P.O. Box 430  
Dover, DE 19901  
Phone: 302-739-5911  
FAX: 302-739-5966

**DISTRICT OF COLUMBIA**

Transportation Safety Branch  
Department of Public Works  
2000 - 14th Street, NW., 6th Floor  
Washington, DC 20009  
Phone: 202-939-8000  
FAX: 202-939-8191

**FLORIDA**

State Safety Engineer  
Department of Transportation  
605 Suwanne Street, MS-57  
Tallahassee, FL 32399-0450  
Phone: 904-922-5820  
FAX: 904-922-2935

**GEORGIA**

Governor's Office of Highway Safety  
Equitable Building  
100 Peachtree Street, Suite 2000  
Atlanta, GA 30303  
Phone: 404-656-6996  
FAX: 404-651-9107

**HAWAII**

Director of Transportation  
Governor's Highway Safety  
Representative  
869 Punchbowl Street  
Honolulu, HI 96813  
Phone: 808-587-2150  
FAX: 808-587-2167

**IDAHO**

Governor's Highway Safety  
Representative  
Governor's Office  
State House Mail  
Boise, ID 83720  
Phone: 208-334-2100  
FAX: 208-334-3858

**ILLINOIS**

Bureau of Safety Programs  
Department of Transportation  
P.O. Box 19245  
3215 Executive Park Drive  
Springfield, IL 62794-9245  
Phone: 217-782-4972  
FAX: 217-782-9159

**INDIANA**

Governor's Highway Safety  
Representative  
Room 206, State House  
Indianapolis, IN 46204  
Phone: 317-232-2588  
FAX: 317-232-3443

**IOWA**

Iowa Department of Public Safety  
Wallace State Office Bldg.  
Des Moines, IA 50319  
Phone: 515-281-5104

**KANSAS**

Department of Transportation  
Docking Street Bldg. 7th Floor  
Topeka, KS 66612  
Phone: 913-296-3461

**KENTUCKY**

Highway Safety Branch  
Kentucky State Police Headquarters  
919 Versailles Road  
Frankfort, KY 40601-9980  
Phone: 502-695-6300  
FAX: 502-564-6615

**LOUISIANA**

Highway Safety Commission  
Department of Public Safety  
P.O. Box 66336  
Baton Rouge, LA 70896  
Phone: 504-925-6991  
FAX: 504-925-6846

**MAINE**

Bureau of Safety  
Department of Public Safety  
36 Hospital Street  
State House Station #42  
Augusta, ME 04333  
Phone: 207-624-8756

**Office actually located at:**

Bureau of Safety  
Northern Avenue  
Gardiner, ME 04345

**MARYLAND**

State Highway Administration  
707 N. Calvert Street  
Baltimore, MD 21203-0717  
Phone: 410-333-1111

**MASSACHUSETTS**

Governor's Highway Safety Bureau  
100 Cambridge Street, Rm. 2104  
Saltonstall State Office Building  
Boston, MA 02202  
Phone: 617-727-5073  
FAX: 617-727-5077

**MICHIGAN**

Office of Highway Safety Planning  
300 South Washington Square  
Knapps Center, Suite 300  
Lansing, MI 48913  
Phone: 517-334-5210  
FAX: 517-482-8236

**MINNESOTA**

Office of Traffic Safety  
211 Transportation Building, Rm. 207  
St. Paul, MN 55155  
Phone: 612-296-6642  
FAX: 612-297-5728

**MISSISSIPPI**

Governor's Highway Safety Programs  
MS Department of Public Safety  
301 West Pearl Street  
Jackson, MS 39203-3085  
Phone: 601-949-2225  
FAX: 601-960-4263



**MISSOURI**

Missouri Division of Highway Safety  
Department of Public Safety  
1719 Southbridge Drive  
P.O. Box 104808  
Jefferson City, MO 65102  
Phone: 314-751-5432  
FAX: 314-634-5977

**MONTANA**

Highway Traffic Safety  
1310 East Lock  
Helena, MT 59620  
Phone: 406-444-3412  
FAX: 407-444-4169

**NEBRASKA**

Office of Highway Safety  
P.O. Box 94612  
301 Centennial Mall South  
Lincoln, NE 68509-4789  
Phone: 402-471-3900  
FAX: 402-471-9594

**NEVADA**

Highway Safety Coordinator  
Office of Traffic Safety  
Department of Motor Vehicles  
and Public Safety  
555 Wright Way  
Carson City, NV 89711-0090  
Phone: 702-687-5375  
FAX: 702-687-6798

**NEW HAMPSHIRE**

Highway Safety Agency  
Pine Inn Plaza  
117 Manchester Street  
Concord, NH 03301  
Phone: 603-271-2131  
FAX: 603-271-3790

**NEW JERSEY**

Division of Highway Traffic Safety  
Department of Law and Public Safety,  
CN 048  
Trenton, NJ 08625  
Phone: 609-588-3750  
FAX: 609-588-7716

**NEW MEXICO**

State Highway & Transportation  
Department  
Transportation Program Division  
Traffic Safety Bureau  
P.O. Box 1149  
604 W. San Mateo  
Santa Fe, NM 87504-1149  
Phone: 505-827-5110  
FAX: 505-827-0431

**NEW YORK**

Governor's Traffic Safety Cmte.  
Swan St. Bldg., Empire State Plaza  
Albany, NY 12228  
Phone: 518-474-0841  
FAX: 518-474-9578

**NORTH CAROLINA**

Governor's Highway Safety Program  
Governor's Highway Safety  
Representative  
215 East Lane Street  
Raleigh, NC 27601  
Phone: 919-733-3083  
FAX: 919-733-0604

**NORTH DAKOTA**

Driver Licensing and Traffic Safety  
Department of Transportation  
608 E. Boulevard Avenue  
Bismarck, ND 58505-0700  
Phone: 701-224-2581  
FAX: 701-224-4545

**OHIO**

Office of the Governor's Highway  
Safety Representative  
P.O. Box 7167  
240 Parsons Avenue  
Columbus, OH 43266-0563  
Phone: 614-466-3383  
FAX: 614-466-0433

**OKLAHOMA**

Department of Public Safety  
P.O. Box 11415  
Oklahoma City, OK 73106  
Phone: 405-425-2001  
FAX: 405-425-2324

**OREGON**

Department of Transportation  
135 Trans. Bldg.  
Salem, OR 97310  
Phone: 503-378-6388  
FAX: 503-378-8445

**PENNSYLVANIA**

Director, Center for Highway Safety  
Department of Transportation  
1200 Transportation & Safety Bldg.  
Harrisburg, PA 17120  
Phone: 717-787-3928  
FAX: 717-787-5491

**RHODE ISLAND**

Department of Transportation  
State Office Bldg., Smith Street  
Providence, RI 02903  
Phone: 401-277-2481  
FAX: 401-277-3942

**SOUTH CAROLINA**

Office of Highway Safety Programs  
Division of Public Safety  
1205 Pendleton Street, Rm. 453  
Columbia, SC 29201  
Phone: 803-734-0421  
FAX: 803-734-0486

**SOUTH DAKOTA**

Office of Highway Safety  
Dept. of Commerce and Regulation  
910 E. Sioux, State Capitol Bldg.  
Pierre, SD 57501  
Phone: 605-773-3178  
FAX: 605-773-5369

**TENNESSEE**

Department of Transportation  
505 Deaderick Street, Suite 700  
James K. Polk State Office Bldg.  
Nashville, TN 37219  
Phone: 615-741-2848  
FAX: 615-741-2508

**TEXAS**

Governor's Highway Safety  
Representative  
Texas Department of Transportation  
125 E. 11th Street  
Austin, TX 78701-2483  
Phone: 512-463-8616  
FAX: 512-475-3072

**UTAH**

Highway Safety Office  
Department of Public Safety  
4501 South 1700 West  
Salt Lake City, UT 84119  
Phone: 801-965-4611  
FAX: 801-965-4756

**VERMONT**

Commissioner of Motor Vehicle  
Governor's Highway Safety Program  
State Street  
Montpelier, VT 05602  
Phone: 802-828-2011  
FAX: 802-828-2170

**VIRGINIA**

Deputy Commissioner  
Transportation Safety  
Department of Motor Vehicles  
P.O. Box 27412  
2300 West Broad Street  
Richmond, VA 23269  
Phone: 804-367-6602  
FAX: 804-367-6631

**WASHINGTON**

Washington Traffic Safety  
Commission  
1000 South Cherry Street, MS/PD-11  
Olympia, WA 98504  
Phone: 206-753-6197  
FAX: 206-586-6489

**WEST VIRGINIA**

Highway Safety Coordinator  
Criminal Justice and  
Highway Safety Office  
1204 Kanawha Boulevard, East  
Charleston, WV 25301  
Phone: 304-348-8814  
FAX: 304-558-0391

**WISCONSIN**

Office for Highway Safety  
Department of Transportation  
Hill Farms Office Bldg., #120B  
4802 Sheboygan Avenue  
Madison, WI 53707-7910  
Phone: 608-266-1113  
FAX: 608-266-9912

**WYOMING**

Highway Safety Analysis Engineer  
Highway Safety Program, DOT  
Wyoming Highway Department  
P.O. Box 1708  
Cheyenne, WY 82002-9019  
Phone: 307-777-4450  
FAX: 307-777-4250

**AMERICAN SAMOA**

Highway Safety Coordinator  
Office of Highway Safety  
Government of American Samoa  
Pago Pago, AS 96799  
Phone: 011-684-633-1111  
FAX: 011-684-633-2979

**GUAM**

Highway Safety Coordinator  
Department of Public Works, OHS  
P.O. Box 2950  
Agana, GU 96921  
Phone: 011-671-646-3101  
Operator Assisted Calls:  
01-671-646-3101

**COMMONWEALTH OF THE  
NORTHERN  
MARIANA ISLANDS**

Department of Public Safety  
Commonwealth of Northern  
Mariana Islands  
Saipan, CM 96950  
Phone: 011-670-234-8536  
**FAX: 011-670-8531**

**PUERTO RICO**

Governor's Highway Safety  
Representative  
Sec. of Transportation & Public  
Works  
Box 41289, Minillas Station  
Santurce, PR 00940  
Phone: 809-726-6670  
**FAX: 809-727-0486**

**VIRGIN ISLANDS**

Governor's Representative  
VI Office of Highway Safety  
Lagoon Street Complex, Fredriksted  
St. Croix, VI 00840  
Phone: 809-776-5820  
**FAX: 809-772-2626**

**INDIAN NATIONS**

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1849 C Street, N.W.  
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**FAX: 202-208-6334**

